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ABSTRACT

Beginning with an examination of how the ACE's federal relationships might be strengthened, the report evolved into a study of such broad questions as the overall role and objectives of the organizations. Attention is directed to the makeup of its membership, the composition of his board of directors and the functions of the board, relationships to the other higher education associations in Washington, and the ACE's own internal organization. Consideration is given to the operations of the commissions, governmental affairs, data and research, human resources development, political development, and communications and publications. A reappraisal of other ACE programs and their financial implications is also presented. It is concluded that, while considerable dissatisfaction and distress was found among those interviewed with respect to the present and recent roles played by the ACE, there was also virtual unanimity that this is an organization that is badly needed and that must function effectively. (LBH)

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THE FUTURE
OF
THE AMERICAN COUNCIL ON EDUCATION

A REPORT ON ITS GOVERNMENTAL AND RELATED ACTIVITIES

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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HE 006 594

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John C. Crowley

September 1972

SYRACUSE UNIVERSITY

THE MAXWELL SCHOOL OF CITIZENSHIP AND PUBLIC AFFAIRS | SYRACUSE, NEW YORK 13210

DEPARTMENT OF POLITICAL SCIENCE

September 27, 1972

President Roger W. Heyns
American Council on Education
1 Du Pont Circle
Washington, D. C. 20036

Dear President Heyns:

Accompanying this letter is our first report which has been prepared with assistance from the Alfred P. Sloan Foundation.

During the course of discussing with you a study of the ACE I drafted a statement which served to define our intentions. This "Proposal for the Development of an Agenda on Federal Relationships of the American Council on Education" (Appendix A) was almost immediately broadened as the result of discussions with ACE staff, and others at the National Center, to include the consideration of governmental affairs at large, and to explore the relationships of the other activities of the ACE to its Federal Relations program.

It became quite clear to us, as I have occasionally indicated to you during the past three months, that substantially to strengthen the Federal or Governmental Relations activities would necessitate changes in the philosophy, structure and organization of the ACE. Thus our report has concentrated attention on a much broader range of issues than had originally been intended. Of necessity, and quite appropriately we believe, we have not considered in detail certain of the matters noted in our original prospectus. These must await new organizational and staffing arrangements.

Departments: ANTHROPOLOGY • ECONOMICS • GEOGRAPHY • HISTORY • POLITICAL SCIENCE • SOCIOLOGY
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METROPOLITAN STUDIES • NATIONAL PLANNING • PUBLIC ADMINISTRATION
PUBLIC AFFAIRS • RUSSIAN STUDIES • SOCIAL SCIENCE • SOUTH ASIA

The last general reorganization of the ACE occurred in 1961. The consequence of that reorganization was, as we understand it, a revitalization of the ACE, making it a much more effective leader of higher education in the early years of the past decade.

That decade was a dramatic one for higher education as you so well know. It contained both the best of years and the worst. It was an affluent period at first, because of the Federal interest in strengthening the scientific research capabilities of the universities and of encouraging improved science education and the preparation of scientists. It was a time of growing interest on the part of the Federal Government in aiding a variety of professional and technical education programs; in supporting academic facilities; and in encouraging institutions of higher learning to participate in various public service programs. It was a period when the post-war birthrate was flooding the campuses with students. These so-called "golden years" looked as though they would continue indefinitely. Society, at large, we assumed would be able fully to utilize the products of our educational system into the foreseeable future.

The changes which began to occur in the mid-60's had their antecedents, of course, deep in the country's past. First, the civil rights movement and then our growing involvement in Southeast Asia very rapidly and permanently transformed the campuses. The recognition that both minority groups and the poor, often the same segments of the population, were largely excluded from opportunities for education beyond high school raised important questions about the goals, organization and administration

of our campuses. Academic leaders across the nation, who had felt themselves secure in their grasp of the central issues with which they must deal, were suddenly confronted by enormous egalitarian pressures, by doubts about the quality of education, and by waves of anti-war, anti-Government and anti-establishment sentiments.

At the same time the economy was beginning to feel the tensions created by increasing military demands and by popular aspirations for heavy public spending to meet the needs of the poor, of minorities, of the cities, of education. In the last years of the decade, with inflation and unemployment running high there was an inevitably severe impact on the finances of higher education. Government spending for research and research education leveled off as public funds were diverted to the needs of the less advantaged. Jobs for college and university graduates became scarce. The whole "system" of higher education was caught up in the social and economic disaffections of the nation. That is where it remains today.

The reorganization of the American Council on Education which took place in 1961 was built on certain assumptions about higher education and its leadership which had proven workable for a long time. Principal among these was that university and college chancellors and presidents are able readily to reflect the views and interests of the component elements of their campuses and that, with the advice of their governing boards, they and their institutions would reflect the public interest. Thus the Board of Directors of the ACE and of its several Commissions

were composed of distinguished leaders of higher education. It was also assumed that these spokesmen for higher education would not need, for the most part, to be competitively involved in the political and governmental processes. Higher education was so clearly important to the national life that the presentations to Government of its needs would receive appropriate response.

The events of the mid-1960's and beyond belied these assumptions. It became increasingly difficult for college and university heads to speak with authority for their campuses. The notion that the public interest would be served by the collective judgments from higher education's leadership was challenged by the evident neglect in academia of adequate opportunities for the poor, for minorities and for women. A widespread frustration began to emerge in Governmental quarters with the academy's assumption that it had only to announce its needs to have them granted. Clearly many philosophical and structural changes appeared to be called for both in individual institutions and in the associations designed to speak for them collectively.

Our inquiry, starting with a concern as to how the ACE's Federal relationships might be strengthened, has almost inevitably been forced to look at such broad questions as the overall role and objectives of the organization; the makeup of its membership; the composition of its Board of Directors and the functions of the Board; relationships to the other higher education associations in Washington; and the ACE's own internal organization. We have been led to our recommendations, not by

presuppositions, but by the observations and conclusions of the more than one hundred persons with whom we met over the past three months to discuss the ACE and its future (see Appendix B). We have also been assisted by a study of the AAU which, in part, inquired about the perceptions of the ACE among the leadership of AAU institutions. Further, we have made considerable use of published material provided us by the ACE, many associations and other organizations, and the Government.

It is remarkable that while we have encountered considerable dissatisfaction and distress with respect to the present and recent roles played by the ACE, there has also been virtual unanimity that this is an organization which is badly needed and which must function effectively.

The expectation that your leadership will effect a substantial strengthening of the ACE runs very high indeed. It has frequently been observed that a more timely moment could hardly be found. The Higher Education Amendments of 1972 have now been passed, and while there will not be a hiatus in Governmental activities affecting higher education, there may be at least a brief period of relative quiet. This should afford an opportunity to begin effecting needed changes.

We are mindful of your own interests and concerns with respect to the role of the ACE. You have asked that we give you our best judgments, informed by the views of many knowledgeable persons, as to how the ACE's Governmental affairs may be strengthened and have urged that we not tie ourselves to your own outlook. Your carefully prepared statement to the Board of Directors in January is the most explicit articulation of your

goals with which we are familiar. It is our feeling that the recommendations we offer will permit you to pursue those goals you set forth with a greater degree of success than might otherwise be anticipated. Naturally we hope you may share, at least to some degree, this feeling.

Our report is organized under eleven topics. We first present observations on each topic followed by recommendations.

We should add that this effort has aroused a great deal of interest in the National Center for Higher Education, elsewhere in Washington and in the educational community. Individuals in all of these areas are deeply concerned about the future development of the ACE. Thus we hope that this report will be helpful to the Council as it strengthens its role to meet the coming challenges.

We are grateful to all of the individuals with whom we talked. Their interest and assistance were indispensable. While we have made every effort accurately to reflect their views and judgments, the report is, of course, not their responsibility but ours.

We will be pleased to talk with you about the report at your convenience.

Very sincerely,

John C. Honey

John C. Crowley

JCH:JG
Attach.

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OBSERVATIONS
AND
RECOMMENDATIONS

I.

ROLE, MEMBERSHIP, GOALS AND OBJECTIVES

Observation

The national role, membership, long-range goals and operating objectives of the American Council on Education are not clearly articulated and understood, either within the National Center for Higher Education or across the Federal Government.

The Council was established in 1918 as the Emergency Council of 14 higher education associations to speak for all of higher education in response to the national crisis of World War I. However, within the first year of its existence the Council became the American Council on Education and individual institutions of higher education were invited to become members to help it meet its financial needs.

As a result of this decision the ACE has become an organization mixed in membership. Article III of the ACE constitution specifies three classes of membership: Constituent Organization Members, Institutional Members and Associated Organization Members. There are also non-member affiliates which include both institutions and organizations. There are now approximately eight Group A and 61 Group B Constituent Organization Members, 1377 Institutional Members and 135 Associated Organization Members.

Although financial support was the goal sought through the development of this membership structure, it has confused the role of the ACE and weakened its operating effectiveness both within the higher education

sector and in its relations with government.

The Council appears to be torn between serving as a Council which provides national visability and leadership for all of higher education and being yet another rival association which represents and provides a variety of services to a widely varied institutional membership.

In addition, the ACE frequently is perceived within the National Center for Higher Education and by government officials as an organization which is dominated by the nation's prestige universities and which is élitist in its leadership and behaviors.

Although the ACE presents itself as the spokesman for higher education it is not regarded as such by many associational and governmental officials. It is often seen as "a private research organization," "just another association," "a rival association," or "just one of 75" sources of information and opinion on higher education matters. Significant elements of the higher education sector are either unrepresented or underrepresented within the ACE. The nation's black colleges, accredited proprietary institutions, newly established institutions, and students often feel that the ACE does not speak for them.

In its formal position statements and testimony before Congress the ACE frequently claims a position of national leadership for higher education. Yet the ACE is often perceived as not being at the forefront in addressing many of the major problems with which higher education and government have had to grapple in recent years, such as financial issues,

student unrest, ROTC issues, the extension of educational opportunity to the disadvantaged and to minorities and the growth of new institutional and educational forms. There is a widespread concern within the Government that the Council is not deeply involved in the formulation of policy which will substantially determine the future of higher education. The Council has tended to rely on vague statements of opinion from an elite group of distinguished educators rather than hard-headed, sophisticated analyses and data.

Informal, day-to-day working relationships with members of Congress, congressional staff members and executive branch administrators are often identified as critical to the successful leadership of the ACE. Largely due to organizational limitations discussed below, these linkages to government also have not been adequately developed. As a result, some of its critics and friends in Government find the ACE ineffectual and less helpful than other organizations in the formulation of policy. One critic commented that if the ACE is not the national leader and spokesman on Federal issues affecting higher education it may as well be located elsewhere in the country.

At a fundamental level this leadership failure is seen as reflecting the apolitical or anti-political attitudes of much of academic leadership over the years. In a democratic society, politics is the means of expressing popular aspirations and of determining our national values. Academics who remain aloof from the processes of politics and government often are regarded as removed from the mainsprings of national expectation.

Within the National Center for Higher Education there is distress with the leadership failure of the ACE. The Council is seen as an organization which is basically aloof, excessively devoted to scholarly research and publications and to a variety of other specific programs which are largely unrelated to its leadership function. The Council has not taken initiatives on many problems of deep concern to its associational constituents. The associations have identified these needs as a vacuum which they have filled with a variety of staffing arrangements and programs. As a result there is often overlap of activities and duplication of effort among the associations.

The associations have limited financial resources and staff with which to meet the needs of their constituencies. The need to expand and duplicate their operations to accomplish necessary tasks is sometimes wasteful and may be attributed in part to the failure of the ACE to exercise leadership.

In summary, the role and goals of the ACE are unclear. Its program is too diffuse and lacks focus and purpose. Therefore, it remains a frequent source of concern and frustration to its constituents and to the offices of the Federal Government with which it works.

Recommendation

The National Role, Membership, Long-Range Goals and Operating Objectives of the ACE Should be Clarified to Meet the Needs of Higher Education and Government in the 1970's.

The national role of the ACE in the 1970's should be to serve as the

Washington-based Council of higher education. Its primary concern should be with the broad spectrum of Federal government actions affecting higher education. The ACE should contribute to policy formulation in the Executive and Legislative branches and participate in the development of implementing administrative procedures. It also should be a continuing source of information and advice from the higher education community to the Federal government. It should take cognizance over litigation significantly affecting the higher education community.

To fulfill this role the ACE should be essentially a council of associations which, taken together, comprise the corpus of post-secondary education in the United States.

As the spokesman for higher education in the United States, the ACE must have associated with it all of those significant elements of the post-secondary educational community whose views are essential to the development of national positions. To this end it should be a continuing responsibility of the President of the ACE to encourage affiliation by associations not presently members or affiliates and which represent significant elements of post-secondary education, e.g., student associations, associations of black colleges, associations of accredited proprietary institutions, etc. Therefore, the members and affiliates of the ACE should be expanded to include these important missing elements of the higher education community. The active encouragement by the ACE of a broadened membership-affiliate base would be a clear signal of the serious intent to reinvigorate the Council and to make it a leading force

in higher education.

To meet its leadership and guidance responsibilities, the ACE should assure that relevant views and data from the higher education community are received in appropriate quarters, and at appropriate times, on issues of national importance. When a common position can be taken on such issues, the ACE should serve as the spokesman. Where a common position cannot be taken, and a spokesman is needed to explain the diverse views of the higher education community, the ACE should perform this role.

Given the substantial number of national issues which must be addressed, the ACE should work in close consultation and cooperation with the other educational associations, especially those located in Washington, D. C. It must recognize the primary interest and capabilities of individual associations, or of groups of associations working in concert, to be responsible for selected national issues. It should take cognizance of such efforts and contribute advice and technical assistance to assure that insofar as possible the full range of higher education interests are represented.

A closely related and rapidly developing concern of the ACE in the 1970's should be with the actions of state governments and state governing boards of higher education. The Council should give special attention to those matters, involving the states and affecting higher education, which arise from actions of the Federal government.

The ACE should also concern itself with research issues related to

higher education, e.g., the financing of higher education, including support for students, research, facilities and institutions; the education of minorities and the disadvantaged; the participation of women; vocational and career education; institutional accountability; accreditation and evaluation; tenure; alternative modes of learning; new degrees and the reassessment of existing degrees; manpower planning, especially as it bears on post-secondary education, etc. In determining which among such major issues will be addressed, priority consideration should be given to those that are now or will probably become the locus of governmental attention.

The ACE, working cooperatively with its members and affiliates, should communicate regularly with the institutions of higher education across the country to obtain views on potential and current issues of national significance and to interpret back to the institutions the rationale for and results of positions taken.

A reorientation of the ACE in the directions discussed here would place the Council in the mainstream of those national events which will determine the future place of higher education in society. To meet the needs of the higher education sector and government the ACE and its membership must become active partners rather than passive respondents in the formulation of national policy related to higher education.

II.

BOARD OF DIRECTORS

Observation

The Board of Directors is not now constituted to enhance the Council role of the ACE and is therefore of limited effectiveness.

Article V of the constitution of the ACE specifies that the Board of Directors of the Council shall be "broadly representative of the Council membership." However, the present 21-member Board is comprised largely of college and university presidents selected from among the institutional members of the Council. There are no representatives as such from the Group A Constituent Organization members which, in their membership, represent a very substantial segment of the post-secondary education community of the nation and which are central partners in the development of national policies for higher education.

Article V further directs that "each member of the Board shall act on his own best judgment as an individual in the interest of higher education as a whole." American higher education historically has been dominated by élitist influences. Given the prestigiousness of the ACE, at least within the higher education sector, the persistence of the idea that a leading group of distinguished institutional presidents can speak for all of higher education is understandable. However, with the rapid growth of institutions of higher education and the increasing diversity of their needs and interests, it becomes necessary for the ACE to have access to the associations which represent those different categories of institutions.

In addition, the institutional presidents on the Board are very busy individuals and thus have little time to devote to the close direction of the ACE. It appears that the Board must rely heavily on the President of the Council to determine ACE policy and thus is not a "working Board." As a result, the Board can not provide sufficient advice and guidance to the President and staff of the ACE in the identification of important issues related to higher education, in the establishment of priorities among issues which the Council should address or in the overall development of ACE programs. This has resulted in the ad hoc development of the various programs of the Council and the diffusion of scarce resources over many programs. The national effectiveness of the ACE has thus been diminished.

Recommendation

The Board of Directors Should be Reconstituted to Provide More Effective Leadership for the ACE.

To provide the higher education community at large and the ACE with more highly effective leadership it is recommended that the Board of Directors be reorganized as follows:

-- One member from each of the following Group A constituent organization members:

American Association of Community and Junior Colleges
American Association of State Colleges and Universities
Association of American Colleges
Association of American Universities

Association of Jesuit Colleges and Universities

Association of Urban Universities

National Association of State Universities and Land-Grant Colleges

National Catholic Educational Association

-- One member from the National Association for Equal Opportunity in Higher Education, which should also be invited to become a Group A member.

-- Eleven members elected at large from among the organizations and institutions which are affiliated with the ACE, five of whom would be under 55 years of age.

All members of the Board of Directors should be selected with the objective of creating a working body which will play an active role in the broad policy and administrative guidance of the ACE. Members selected to represent the designated associations should be the elected Presidents of the associations or individuals chosen in a manner to be determined by each of the associations.

A Higher Education Policy Committee should also be appointed by the Chairman of the Board from among the members. This Committee would periodically advise the Board and the President of ACE in regard to those major policy issues related to higher education which should become the focus of attention of the ACE. This Committee should receive and consider, from the President (with advice from the Secretariat and the ACE staff) policy positions or recommendations and present their conclusions to the full Board.

Issues such as the transition from existing Board composition, the length of terms of new association-designated members, and the method of selection of the eleven "at large" members may be resolved through the naming of an ad hoc Committee on Reorganization of the Board of Directors.

III.

SECRETARIAT

Observation

The present Secretariat was formed in response to the strong desire on the part of the Associations in the National Center to work cooperatively with the ACE in handling policy and administrative issues of common concern. However, the membership of the Secretariat was determined by the ACE without any apparently well-thought-through rationale. Some spokesmen for associations which are in the National Center, but not part of the Secretariat, feel that they would have important contributions to make from time to time were they allowed to participate. Those who are members of the Secretariat note the triviality of many of the agenda items and the relative brevity of the meetings, which precludes serious discussion of important issues.

Recommendation

The Secretariat Should be Reorganized to Permit the ACE and the Broadly-Based Institutional Membership Associations to Work Together on Policy and Administrative Issues of Common Concern.

The Secretariat should be revised to include only the executives of the nine membership associations whose elected chairmen or other representatives sit on the Board of Directors.

The proposed Secretariat should be presided over by the President of the ACE or, at his designation, the proposed Vice President of the ACE.

The functions of the Secretariat would be:

-- To receive advice from the ACE Board of Directors, from to time, as to broad issues of policy which should be addressed by the Secretariat organizations and/or other Washington-based educational associations and to determine appropriate courses of action;

-- To consider current policy and administrative issues arising between government and the institutions of higher education and to determine appropriate means of addressing these issues;

-- To determine which issues, of common interest, will be referred back to institutional members for advice and information;

-- To agree on common positions to be announced on issues of policy, or to agree on strategies for presenting to Government and the public differing views on significant issues; and

-- To consider administrative matters related to the internal operation of the National Center for Higher Education.

The Secretariat should distribute to the member organizations of the National Center for Higher Education, a week in advance, the proposed agenda for the next meeting and publish the minutes of its meetings for distribution to the National Center organizations.

Representatives of the other higher education associations in Washington should be encouraged to attend Secretariat meetings to contribute to the consideration of specific agenda items in which they have a particular interest. They should be able to request that items be placed on the agenda of future meetings. They should also be invited to be present, on the initiative of the Secretariat, to contribute to the consideration of specific agenda items.

The Secretariat should be particularly sensitive to seeking and encouraging views from organizations not traditionally associated with the National Center, e.g., student associations, the National Education Association, the labor federations, and the associations of accredited proprietory institutions.

IV.

THE OFFICE OF THE PRESIDENT

Observation

Article VII of the ACE constitution designates the President as the chief executive officer of the Council. He is responsible for the administration of the Council and for "the execution of such plans and policies as the Board of Directors may authorize, direct or approve." The President thus has the responsibility for the successful development, implementation and supervision of the activities and programs of the ACE.

The President of the ACE is also a public figure. Heavy demands are made upon his time from the higher education sector across the nation. A review of his travel schedule and speech commitments confirms the pressing nature of these "outside" demands. Significant amounts of time are also devoted to governmental consultation, meetings and testimony.

To fulfill these important obligations the President has necessarily delegated substantial authority for program development and administration to the staff directors of the ACE. Since the office of the Vice President is vacant, this delegation has been practically total. Staff associates have developed programs and conducted their activities with minimal direction from the President. As a result a high degree of autonomy has characterized the various ACE programs.

Recommendation

The Role and Responsibilities of the Office of the President Should be Clarified; A Vice President Should be Appointed; and a Cabinet Created to Strengthen the Leadership of the ACE.

The President of the ACE must be the principal voice of higher education in the United States. As such, he must speak for higher education, particularly on those issues and in those situations when an authoritative voice is required from the national higher education community. Thus, the President must be the spokesman for higher education before Congressional committees, in Cabinet-level deliberations where non-governmental opinions are required, and in the White House and Executive Office of the President when an ultimate view from the higher education community is needed. He should also be the official spokesman for the ACE in the national media.

The President must also be the spokesman for higher education in the academic community at large. He should use the occasion of his presence to reach the widest possible audiences of higher education and to inform, interpret and educate with regard to major policy issues affecting higher education, especially those having current or developing governmental implications.

In these leadership roles the President must be concerned with encouraging broad policy advice from the Board of Directors and the Secretariat.

The President must also be the leader of the National Center for Higher Education in Washington. In this capacity he should receive

frequent operating guidance on current policy and administrative issues from the Secretariat.

The President also is the senior administrative officer of the ACE. In this capacity he must concern himself with major internal organizational and staffing decisions and with the financial affairs of the ACE. However, in light of his important and time-consuming external activities, the President will need help to administer the internal affairs of the ACE. Therefore a Vice President should be appointed to serve as deputy to the President who would concentrate primarily on the overall direction and administration of the ACE. He would also act in the President's behalf, on occasion, in chairing Secretariat meetings and in representing the ACE in meetings with government where the President's authority is not required. He would assist the President in providing overall leadership to the National Center for Higher Education.

The Vice President should be an individual who is thoroughly familiar with the Federal Government and with Washington. He should also be knowledgeable of the academic community. The personal disposition of the Vice President will be important since he will need to work in close harmony with a substantial group of association executives, each of whom has important responsibilities to meet for his own organization, in addition to attending to problems of common interest to the Washington higher education community.

The Cabinet, made up of the senior staff of the ACE, should regularly advise the President and Vice President on internal ACE policies and operations, replacing the Program Development Office.

V.

THE COMMISSIONS

Observation

Article IX of the By-laws of the ACE authorizes the Board to create or discontinue a number of commissions which are responsible for "broad areas of Council activities." There are or have been commissions on Plans and Objectives for Higher Education (discontinued), Federal Relations, International Affairs (discontinued), Academic Affairs and Administrative Affairs.

At least two observations may be made regarding the operations of the Commissions. First, the staff directors of the Commissions appear to dominate the work of their Commissions. Commission meetings are expensive and time-consuming for the members -- frequently busy institutional presidents. Therefore, the desires, priorities, views and judgments of the staff usually dominate the formulation of policy, with the result that Commission decisions are often a pro forma activity. At least some members appear not to be involved in the work of their Commissions. Others are frustrated at not being able to "dig into" any issue in depth. Membership on the Commissions, and the Board, is valued by some for its public relations utility and for the opportunity provided to meet with ones peers. Although the Commissions' functions, since they involve a "grass roots clientele" are important to the ACE, it appears doubtful that the permanent Commission is the optimum organizational arrangement.

Second, the Commissions frequently hold hearings on important policy questions to which they invite outsiders, frequently representatives of associations. The guests may make presentations before the Commissions on matters of interest to them. The Commissions then move to executive session to determine policy positions which are subsequently announced as the official position of the ACE as national spokesman for higher education. This approach to decision-making is frequently perceived as reflecting a "noblesse" attitude on the part of the ACE which complicates the working relationships between the Council, its member associations and others.

Recommendation

The Commission Structure of the ACE Should be Gradually Phased Out and Replaced by Advisory and Ad Hoc Committees.

The ACE requires a broad range of timely advice and guidance from representatives of its affiliated organizations. The gradual replacement of the fixed Commissions with a number of issue-oriented advisory committees and working ad hoc committees would provide improved policy guidance to the ACE. It would also offer a more flexible and more responsive system and would enhance the "grass roots" contacts of the ACE.

Two examples of the possible use of advisory and ad hoc committees

may be suggested. First, in the field of international education, where the ACE has had a long-standing interest, no formal arrangements now exist for examining the state of international education in American institutions of higher education or for considering issues of public policy bearing on international education in this country. A White House spokesman has indicated that if the present Administration is re-elected the major initiatives over the next four years will be in the international arena. Given the fact that attention to international education in American colleges and universities has tended to follow the concerns of the Federal government abroad (e.g., the Good Neighbor Policy; European economic reconstruction; economic development in South Asia and Africa; the Alliance for Progress) it is probable that new efforts may be directed to the development of expertise in American universities with respect to a number of foreign areas. A study group concerned with reassessing the present state of area study programs and international education in U. S. institutions of higher education, could produce findings to aid in the formulation of Federal policy on the support of international education. The use of the ad hoc advisory committee to such a study group would allow for the introduction of views and experience from many knowledgeable quarters. (Cooperation with and advice from the ACE's Overseas Liaison Committee would clearly be indicated for such a study group.)

Second, it is clear that the Federal Government will continue to press for the development of improved accounting practices in institu-

tions of higher education. The combination of efforts by the U. S. Office of Education and WICHE suggest that matters of great importance to institutions of higher education are being explored and that public policy is in the process of being shaped in this area. It is possible that the ACE, working in cooperation with the National Association of College and University Business Officers (NACUBO) and other associations, should set up an ad hoc advisory committee to work with and advise staff of the ACE on the contributions to public policy which may be suggested by their investigations.

VI.

GOVERNMENTAL AFFAIRS

Observation

There is widespread agreement both within the ACE and among outside observers that: a) the technical competence of the Federal Relations staff and staff of the Committee on Taxation is high; b) that the staff is inadequate in number to cover the multitude of Federal activities and contacts required; and c) that important Federal Executive Branch and state governmental relationships to higher education have been neglected.

The strongest criticism of Federal relations, as presently conducted, relate to method and style which in turn may reflect, in part, the limited number of persons currently working on Federal relations. A very high premium is placed in government on the development and maintenance of widespread informal contacts. The tendency on the part of the ACE, and therefore of the Federal Relations staff, has been to be available for consultation and advice only "on request." As one Congressman stated it: "I would like the staff from the ACE to drop in and chew the fat for two or three hours about higher education. Our not-very-frequent contacts now seem always to be geared to dealing quickly with a specific issue."

The most effective Federal relations personnel, representing educational and other groups in Washington, appear to be those who spend a great deal of time informally visiting in Congressional offices and

and executive agencies. It has repeatedly been urged that the ACE add staff who by virtue of disposition and interest can move easily among the Congressional offices and in the Executive Branch. Spokesmen in the White House and in the Office of Management and Budget are eager to informally exchange views with ACE staff. They would welcome the opportunity and expressed regret that such informal exchanges had not been taking place. Their only stricture was against "hard-nosed lobbying."* They desire to talk broadly about the underlying philosophy, the conceptual framework and the pros and cons of pending issues which affect higher education. They desire data and solid evidence for positions recommended; they do not welcome unsupported demands or castigation for positions previously taken.

Among the associations in the National Center there is strong feeling that more consultation should take place on Federal issues although it is also noted that in recent months the situation has improved. There is considerable sentiment for centralizing certain of the governmental informational services, e.g., legislative analyses; Congressional record summaries; and administrative regulation analyses.

*(A note on lobbying: it was widely observed that the lobbying laws will not be violated by more aggressive activity on the part of the ACE in maintaining a "presence" on the Hill. Congressmen want and need views from the higher education community. They are prepared to issue a standing invitation to ACE staff to consult with them informally as well as formally since this, in effect, provides a desired service.)

Recommendation

An Expanded Office of Governmental Affairs Should be Established Incorporating the Present Activities of the Commission on Federal Relations and the Committee on Taxation.

The Office of Governmental Affairs would work in close association with the staffs of the other Washington-based higher education associations. The primary functions of the Office would be:

-- Maintaining close formal and informal relationships with members of Congress and their staffs to introduce and share ideas and viewpoints, and to provide data from the higher education community which would aid in the development and passage of authorizations and appropriations affecting higher education.

-- Assisting the President of the ACE and the Chairman of the Board of Directors to state, at appropriate times, the position or positions of higher education on pending Congressional actions, and to make formal representations, as requested by the President, on behalf of the ACE, and the higher education community at large.

-- Developing formal and informal relationships with the Executive agencies of the government to contribute to the formulation and administration of programs of concern to higher education.

-- Establishing and maintaining contacts in the White House, the Office of Management and Budget and the Office of Science and Technology to introduce and exchange viewpoints of interest to the higher education community.

-- Developing an understanding of the major issues and problems involved in the states' roles in higher education, especially as those issues and problems are affected by Federal actions. This will be accomplished in part through maintaining close liaison with the Education Commission of the States, in part through association with strategically placed state officials, and in part through contacts among other relevant organizations, such as the regional higher education associations.

-- Being informed on, and providing guidance with respect to the growing number of court decisions which either directly or indirectly affect higher education.

-- Providing analyses of pending and approved legislation; daily summaries of relevant items in the Congressional Record; and other pertinent materials related to governmental affairs for the ACE staff and for dissemination on a regular basis to the Secretariat organizations and other National Center organizations, upon request.

The proposed Office should initially consist of the following staff: A Director who would: 1) be responsible for the overall operation of the office; 2) maintain active liaison with the Federal Relations offices of the other Washington-based associations; 3) meet periodically with key Congressmen and Senators and their staffs to discuss issues and pending legislation of concern to higher education; 4) maintain high-level contacts in key Executive agencies such as the Office of Education, NSF, OST, OMB and the White House; 5) consult with ACE staff and others on anticipated data and research requirements called for in connection with the presentation of ACE positions; 6) inform and advise the President of the ACE on recommended positions to be adopted; and at the request of the President speak publically on behalf of the ACE; and 7) arrange for presentations in the Congress by spokesmen for the academic community.

A Congressional Liaison Officer who would serve as the continuing ACE presence in the Capitol. The Officer would: 1) attend relevant committee hearings and sessions of the House and Senate; 2) participate in discussions with Congressional staffs of relevant authorizing and appropriations committees to transmit views from the ACE; 3) assist in shaping legislative proposals and authorization bills; and 4) consult widely with the spokesmen, at the Capitol, of the other Washington educational associations and other relevant organizations.

An Executive Branch Liaison Officer also would be appointed who would: 1) develop and maintain contacts among the numerous Federal

agencies with higher education programs; 2) participate, as appropriate, in the development of administrative regulations, Executive Orders or other implementing actions of the Executive agencies with respect to legislation affecting higher education; 3) be a source of advice and guidance to Federal officials in the development of new programs affecting higher education; 4) serve as a link to resources in the academic community which may be of assistance to Executive agencies in the formulation of new programs; and 5) participate in the identification of data and research needed to develop or support positions of the ACE relevant to Executive agency initiatives.

A State Government Relations Officer would be appointed to be the focal point in the ACE with respect to Federal/state relations bearing on higher education. This Officer should: 1) participate, as appropriate, in the development of legislation and administrative regulations affecting higher education which emanate from the Federal government, and which involve the states; 2) keep informed of developments in the states affecting higher education which are of potential national significance; 3) maintain liaison with the Education Commission of the states, WICHE, the SREB, and other relevant national, regional and state organizations; 4) consult with appropriate officers of the other Washington-based education associations; and, in cooperation with other ACE staff, 5) identify data requirements and research needs which must be met.

A Legal Analyst should be designated who would: 1) maintain purview over court decisions significantly affecting higher education; 2) advise the ACE and other associations regarding the implications of these decisions; 3) consult with and advise institutional members with respect to important court decisions; 4) pursue, in association with the General Counsel of the ACE, issues which arise in the Congressional and Executive agencies related to tax legislation; and 5) consult with ACE staff and others on data and research needs arising out of legal and tax issues affecting higher education.

A Governmental Information Analyst should be designated. This analyst would: 1) prepare analyses of pending and new legislation; 2) prepare daily summaries of relevant portions of the Congressional Record; 3) develop analyses of other pertinent government documents; and 4) assist in their dissemination in the ACE and among interested organizations of the National Center.

The Office should be assisted by an Advisory Committee for Governmental Affairs to be appointed by the President after consultation with the Board of Directors, the Secretariat and the Director of the Office.

VII

DATA AND RESEARCH

Observation

The ACE and the higher education community in general are widely criticized for their inability to supply relevant data on issues of current operating concern. Congressional and House committee staffs are especially sensitive on this matter. Within the associations of the National Center for Higher Education much sentiment also exists that the ACE is not exerting a leadership, organizing and coordinating role with respect to national educational statistics and data.

However, the ACE cannot develop a major data-gathering-statistical enterprise. This is appropriately a function of the Federal government. But the need to monitor, to evaluate, and through consultation and negotiation to seek to improve governmental higher education statistics and data remains largely unfulfilled.

The present program of the Office of Research is widely respected as making significant contributions to knowledge of the academic community, of institutional governance, and of other aspects of the academic enterprise. It is not, however, related in any direct way to the needs and concerns of the rest of the ACE organization, and in particular to Federal relations. The research program as it now exists could be carried on as effectively under other auspices in other locations.

There is also an unmet need for quick response and ad hoc research which is closely related to issues of public policy. In this regard

the Higher Education Panel has demonstrated substantial potential value, although it is a relatively new service and could be strengthened.

Given the multiple research initiatives across the country which bear on higher education, the ACE has not played a leading role in evaluating such efforts and in aiding the dissemination of research results.

Within the National Center the ACE maintains a library for the purpose of providing data and research resources to the associations of the Center. Individual associations also maintain libraries, in some instances with fairly extensive collections which are somewhat duplicatory.

Recommendation

An Office of Data and Research Should be Established and an Advisory Committee Should be Named to Provide Overall Policy and Technical Advice to the Office.

The Proposed Office would replace the present Office of Research which should either gradually become self-supporting or be transferred to a university or non-profit research organization. However, because of the potentially significant policy results from present and anticipated studies, the Office of Research and Data should maintain close contact with the current research program.

The staff of the proposed Office should consist of a Director and an Assistant Director who are qualified by virtue of experience and

training to perform both the broad monitoring and evaluation functions described above and provide leadership and guidance for the development of major research studies. Additional staff may be drawn from the staff of the present Office of Research or elsewhere, as indicated by the developing program of the new Office. The Advisory Committee should be drawn from associations, academic institutions, governmental offices and other relevant quarters.

The functions of the Office of Data and Research would be:

-- To monitor, evaluate and make recommendations on the data and publications of the Federal government bearing on higher education with special reference to the National Center for Educational Statistics of the U. S. Office of Education.

-- To monitor, evaluate and disseminate information about other on-going sources of data on higher education including state government educational statistics offices; university research centers concerned with data gathering and research on higher education; and other research centers concerned with higher education.

-- To seek to address the operating research needs of the ACE and of the associations in the National Center for Higher Education, working in cooperation with the research and data gathering units of the other associations.

-- To further develop and administer the Higher Education Panel.

-- To assume leadership, or to play a participatory and advisory role, with respect to the conduct of major research studies of importance to the higher education community at large. Such studies may be conducted under the purview of ad hoc ACE study committees; by other associations; by universities or colleges; or by non-profit research organizations. Direct ACE involvement would be primarily with studies on significant issues of public policy. The ad hoc study groups may be served by advisory committees which include educators, technical experts and spokesmen for broader public interests.

The ACE role may include identification of subjects to be researched; staffing and supervision of studies; participation on advisory committees of studies to be conducted elsewhere; negotiation with foundations or government for the support of proposed studies; dissemination of the results of such research.

-- To evaluate other major research endeavors in the field of higher education, e.g., the Reports of the Carnegie Commission on Higher Education.

-- To maintain general supervision over the ACE library and to assist in further developing the library as a common resource for the National Center. Duplicatory resources should be identified and consolidated. Responsibility also should be fixed for the maintenance of specialized collections within the offices of the associations housed in the National Center. The possibility of developing a centralized catalogue of library holdings for the National Center also should be investigated.

VIII.

HUMAN RESOURCES DEVELOPMENT

Observation

No issues are more central to the future of higher education than those related to manpower supply, demand and utilization. Given the problems facing higher education with respect to shifting patterns of enrollments, the apparent oversupply of Ph.D.'s in selected fields, and the expectations of more attention to the educational interests and needs of minorities, the disadvantaged, and women, the higher education sector has a major set of tasks to perform in the area of human resources development.

Considerable criticism has been voiced that with respect to minorities, women and the disadvantaged the ACE has not exerted sufficient leadership for higher education. Certain current efforts by the ACE are described as "tokenism" in some quarters. The growing concern within the ACE in recent months with the role of women in higher education represents a serious intention which cannot be dismissed. However, this heightened interest in the issues related to the role of women is frequently cited as an effort which could have been made more profitably a year or two ago.

Both the Academic Administration Internship Program and the Institute for College and University Administrators have made valuable contributions to the academic community. However, they are programs which do not logically relate in an integrated fashion to the rest of the programs of the Council.

Recommendation

An Office of Human Resources Development Should be Created to Integrate and Further Develop the Council's Manpower Programs.

The responsibilities of the recommended Office would be as follows:

-- To maintain, in cooperation with the ACE Office of Data and Research, continuing surveillance over national manpower information as it bears on higher education, with particular attention to supply, demand and utilization, in order to identify gaps or insufficiencies in data produced by Government or other sources;

-- To encourage special study of selected emerging problems related to manpower which are of importance to higher education, e.g., the stabilization or decline of the birth rate and its implications for higher education in the 1980's;

-- To identify issues related to minorities in higher education; women in higher education; and the advanced education of the economically and socially disadvantaged which should be examined by the ACE or by other appropriate organizations;

-- To administer the Academic Administration Internship Program.

-- To administer the Institute for College and University Administrators.

The Office should be headed by a Director who is knowledgeable about manpower planning and development with special reference to higher education. He should be aided by an Assistant Director who is particularly qualified to give broad attention to issues surrounding minorities, the disadvantaged and women in higher education. The present staffs of the Academic Administration Internship Program and of the Institute for College and University Administrators also should be incorporated into this Office.

The Office would be served by an Advisory Committee, whose responsibility is to provide broad guidance with respect to manpower planning and development as related to higher education and with regard to those categories of personnel who have not traditionally had ready access to higher education. The members of the Advisory Committee should be selected for their expertise in these areas. They should be appointed by the President with advice from the Director of the Office.

IX.

POLITICAL DEVELOPMENT

Observation

The problems of the ACE may be attributed, fundamentally, to the apolitical or even anti-political stance that has characterized the leadership of American higher education. While the campuses have been strong proponants, in the abstract, of participatory democracy as a wise mode of political and governmental life, their leadership has, until very recently, not wished to become directly engaged, especially at the Federal level. It is noteworthy, for example, that only three years ago the Association of American Universities, which was established in 1900, created a Council on Federal Relations.

Increasingly it is becoming evident that Federal and state governmental actions and court decisions are shaping and directing all of higher education in profound, enduring ways. Many Congressmen, Senators and their staffs note the lack of pertinent data, and voices from the higher education community on important issues during the past few years. Inputs which reflect the needs and interests of higher education, and the implications of proposed legislation, are not sufficiently made available for use in the decision-making processes of Government. Similarly, an insensitivity to the impact which Government has on higher education, leads many of the millions of voters associated with academia to be less judgmental and active in the electoral process than might otherwise be the case.

Some large membership organizations, including educational associations, have had very impressive success in raising the level of political awareness among their members through varieties of educational endeavors. There is much instructive experience to be gleaned from these organizations by the ACE and its associated members. Some universities and colleges, especially public institutions, have developed very effective working relationships with Federal and state governments which also are of great value in considering approaches to the generation of greater political-governmental sophistication.

Recommendation

An Office of Political Development Should be Established to Stimulate a Greater Understanding of the Political and Governmental Processes Within the Academic Community as they Affect Post-Secondary Education.

This Office should work cooperatively with the organizations in the National Center for Higher Education and draw upon the experience and expertise of other broad-based organizations which have engaged in the political-governmental education of their members, to undertake such activities as the following:

-- Developing special clinics or seminars to be held at association regional and annual meetings, or at other appropriate times, on the various aspects of the governmental processes which particularly bear on higher education.

-- Preparing educational materials for distribution on the campuses which explore the relationships between higher education and the governmental processes. These materials might also discuss the political roles of trustees, administrators, faculty and students in these processes.

-- Analyzing the methods of handling Government relationships by the various classes of institutions and preparing case studies of successful experience.

-- Developing "model" programs of political-governmental activity for the consideration of individual institutions or groups of institutions.

-- Conducting seminars in Washington and at state capitols to bring educators and government leaders into association to discuss important educational-governmental issues.

-- Strengthening the political-governmental components of the Academic Administrative Internship Program and the Institutes for College and University Administrators

-- Expanding the internship and work-study opportunities for faculty, administrators, and students in Federal and state governmental offices concerned with educational policy.

-- Publishing an Action Letter (or inclusion of an Action Section within existing publications such as HENA) to highlight strategic developments in the governmental processes which call for inputs from the academic community.

-- Supporting research on issues related to the interdependencies of Government and higher education.

This Office should be headed by a Director who would plan and develop a comprehensive program. An Advisory Committee composed of persons who are knowledgeable about both political education and the Governmental-higher education relationship should be appointed by the President, in consultation with the Director, to advise on the development of the program.

X.

COMMUNICATIONS AND PUBLICATIONS

Observation

The information and publications activities of the ACE are now carried on relatively independently from one another. The most widely valued communications publication is Higher Education and National Affairs. There is virtual unanimity that this is an extraordinarily useful document. The other publications of the ACE have also made valuable contributions to the literature of higher education.

Some view exists that the publications program of the ACE has taken on the aura of a university press. The program appears to lack a clear rationale for the selection of publications which are relevant to higher education.

The annual meetings of the ACE and other Secretariat associations are criticized on two counts: first, they tend not to afford occasions on which important issues of higher education can be explored in sufficient depth to really serve as an educational experience; and second, the number of annual meetings (given the overlapping memberships among the associations) places an undue burden on academic leaders and underscores the superficiality of the experiences gleaned from these meetings.

Recommendation

An Office of Communications and Publications Should be Established to Improve the Internal and External Communications of the ACE and to Strengthen its Publications Program.

This proposed Office would strengthen the communications of the ACE with its constituents; namely, the constituent and associated organization members; Federal and state public officials with special interests in higher education; administrators, faculty and students in individual institutions; and the staffs of the organizations in the National Center for Higher Education.

Specifically, it is recommended that this Office perform the following functions:

-- Continue the publication of Higher Education and National Affairs; the Educational Record; the Fact Book on Higher Education; American Universities and Colleges; American Junior Colleges; Accredited Institutions of Higher Education; and A Guide to Graduate Study: Programs Leading to the Ph.D. Degree.

-- Publish, from time to time, the results of research projects, special studies and conferences conducted under the auspices of the ACE.

-- Publish manuscripts prepared through other sources than the ACE with special attention to those which address the broadest issues of higher education and which relate higher education to important developments in the society at large.

-- Prepare and disseminate to the ACE staff and the staffs

of other organizations in the National Center daily news clippings or summaries related to higher education (NEW YORK TIMES, WASHINGTON POST and WALL STREET JOURNAL in particular). In addition, working in cooperation with the Office of Governmental Affairs, regular summaries of Congressional hearings; capsule summaries of relevant materials from the Congressional Record; analyses of legislation, pending or approved; analyses of relevant Executive Orders and administrative regulations would be given timely dissemination in the National Center. Staff members of other associations could also assist in the development of these services, thereby eliminating a considerable duplication of effort.

-- Cooperate similarly in developing with the broadcasting media special programs related to higher education which are of national interest. The ACE could perform a valuable communications and public relations service for all of higher education and the public through the sponsorship of a series of television and/or radio programs dealing with the larger issues of public interest and concern related to higher education. (A program reacting to the recent CBS television program "Higher Education -- Who Needs It?" would be illustrative.) Commercial sponsors and private philanthropy might be interested in

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supporting such programs.

-- Assist the associations, or at least some of them, in planning and perhaps combining their annual meetings in order to treat important national issues in greater depth and in a more timely fashion. The responsibility for "hosting" the combined meetings could pass from year to year among the cooperating associations.

The staff of this Office would be comprised of the present information and publications staffs of the ACE with such modifications and additions as may be indicated as the program develops. This Office should be served by an Advisory Committee drawn from persons knowledgeable about the communications and publications processes.

XI.

A REAPPRAISAL OF OTHER ACE PROGRAMS AND THEIR FINANCIAL IMPLICATIONS

Observation

The functions of various other programs of the ACE are not well understood within the National Center for Higher Education. Historical accident appears to have been an important factor in locating a number of activities within the Council. Little connection exists among the programs of the various offices and Commissions. Some have apparently been searching for appropriate roles to play. Certain of the Commissions have become inactive or have been discontinued.

Given the wide range of administrative and academic affairs studies being carried on across the country by university centers concerned with research on higher education, by independent research institutes, by governments, and by special study commissions it is questionable whether the ACE needs to have permanent units devoting attention to these matters.

The Office of Urban Affairs, which is largely externally funded, has an extensive program. While there are important issues related to urban affairs which should be of deep concern to higher education, a good many centers of urban affairs studies are to be found in universities and elsewhere. These centers may in part be meeting the needs which the ACE seeks to address through its own Office of Urban Affairs. As the time approaches for the termination of external funding for this office, it may be desirable to make a careful assessment of the need for its continuation.

The relatively remote role played by the ACE, as contrasted with that of other educational associations in Washington, is causing financially hard-pressed campus leaders to question the value of continued membership.

The President of one major university, in remarking on the limited assistance given his institution by the ACE, said, "Fifteen hundred dollars a year is a pretty high subscription rate for Higher Education and National Affairs!" A number of institutional heads noted their primary reliance on other Washington-based associations than the ACE.

Some useful observations may be offered regarding the ACE financial situation. Of the Consolidated General Operating Fund Budget for 1972 which totaled $1,953,000, 44% of the anticipated revenue is from membership dues; 37% from general support foundation grants; 18% from reimbursement of administrative services and 1% from investment revenue and other sources.

Officers of three major foundations (Ford, Carnegie and Sloan) emphasized their strong disinclination to provide general support to the ACE in the future (presently about 37% of the operating budget). However, each stressed that the foundation is very willing to consider support of individual projects and research programs.

It was noted by one foundation president that other membership organizations have succeeded in becoming self-supporting, i.e., not dependent on general support from the foundations. In particular, mention was made of the accomplishment of the American Council of Learned Societies in this respect.

In view of this financial situation it is useful to review the cost of some of the current programs of the Council. The budgeted support of the four programs listed below totaled approximately $450,000 in 1972.

Program	ACE 1972 Budget
Office of Research	$275,000
Program Development Office	45,000
Commission on Academic Affairs	75,000
Commission on Administrative Affairs	59,000
TOTAL	$454,000

This one-year amount is approximately equal to one-third of the total of the foundation grant which was recently received to provide general support over the next five years.

Recommendation

Four ACE Programs Should be Phased Out and Their Resources Should be Reallocated to Support the Future Development of Programs Central to the Proposed Mission of the Council.

If the four programs listed above are terminated approximately $450,000 could be reallocated to the support of the new or expanded offices proposed in the previous sections of this report. While current staff members may be reassigned to appropriate offices in the proposed organizational structure, several new positions will be required for the proposed Offices of Data and Research, Governmental Affairs, Human Resources Development and Political Development. The reallocated funds could assist in meeting the cost of these positions.

The Commission on Accreditation of Service Experiences and the Overseas Liaison Committee appear to be not necessarily essential to a reorganized ACE. However if they were transferred elsewhere it is possible that some loss of overhead income might occur. The future role of these two programs should be reappraised.

Early attention should also be given to developing a series of proposals to the private foundations for support in implementing specific segments of the recommended reorganization (e.g., the Office of Governmental Affairs; the Office of Data and Research; the Office of Human Resources Development; and the Office of Political Development.) It is assumed that proposals for such assistance could be framed to fall outside of the "general support" rubric and would be looked on by the foundations as one-time developmental efforts designed to launch the ACE in new directions. In this regard the Council also should seek to develop a support formula which would assist it in becoming relatively self-supporting.

The question of whether the ACE should receive Federal grants and contracts has been debated for some time. The argument against accepting Federal funds is, of course, that the independence of judgment of the ACE may in fact or in supposition be impaired if it takes Federal dollars for some of its work. Certainly a central value of the ACE is its independence to offer to Government, views which are arrived at freely and which are unqualified by a concern with loss of financial support. However, it does not appear compromising for the ACE to accept Government support, for example, for the Higher Education Panel. Such support permits a service to be performed by the ACE which is objective in nature and which is of value both to Government and the higher education community at large. Therefore, it is recommended that the ACE pursue a policy of receiving Federal grants and contracts only for purposes which will be mutually beneficial and only for enterprises which do not call for the development of judgmental positions but rather are primarily of a service character.

Lastly, there may be some possibility of expanding the membership of the ACE. Note has been made in prior sections of the deficiencies in membership (from the point of view of an organization representing all of higher education) in certain categories, e.g., black colleges, accredited proprietary institutions and student associations. Presumably dues income could be modestly increased through membership expansion in these areas.

Appendix C contains an organization chart of the ACE as presently structured and a chart of the structure under the proposed reorganization.

APPENDIX A

PROPOSAL FOR THE DEVELOPMENT OF AN AGENDA ON FEDERAL RELATIONSHIPS OF THE AMERICAN COUNCIL ON EDUCATION

The American Council on Education occupies a strategic position between associations and institutions of higher education and the Federal Government. It is looked to by its member associations and institutions as their ultimate voice on the Washington scene. The White House, Congressional leaders and government officials see the ACE as their source of guidance and information on the academic community.

The ACE has long recognized its crucial position at the nexus between higher education and the Federal Government. Its Commission on Federal Relations and Committee on Taxation have made representations to the Congress on numerous legislative proposals over the past thirty-odd years. Staff of the ACE concerned with Federal relationships have devoted their energies, in particular, to providing Congressional committees with data and advice on the needs and interests of higher education.

With the Federal Government now playing a central role in higher education it becomes increasingly clear that the ACE must examine the possibilities for expanding its programs of Federal relationships. A number of critical views have been aired in recent years about the lack of strong leadership for higher education in Washington. Certainly the ACE has been deeply concerned, but it has also been handicapped by limited staff resources devoted to Federal relations; by a lack of definition of responsibility among the several educational associations with Washington offices; and by inadequate physical arrangements.

The advent of new leadership in the ACE, and the relocation of most of the educational associations at 1 Du Pont Circle, make it desirable to think through rather completely the future role of the ACE in Federal relationships. The purpose of this statement is to propose a study of these relations, to be carried out through the following steps:

1. Discussions would be held with President Heyns, ACE officers, Board members, Mr. Morse and his staff, other ACE personnel and members of the Commission on Federal Relations with respect to the following:

   a. current and ongoing activities related to the Federal government;

   b. principal points of contact between ACE and the Government, e.g., Congressional committee staffs; senators and congressmen; executive branch officials; OMB and White House staff;

   c. evaluation of strengths and weaknesses of ACE's Federal relations role in recent years;

   d. proposals for expanding and strengthening the role both in terms of substantive issues, e.g., future legislation; manpower planning, etc., and structural issues both within ACE, among the educational associations and in Government.

2. Meetings with directors and appropriate staff members of the educational associations at 1 Du Pont Circle and elsewhere in Washington to discuss:

   a. their present Federal relations activities;

   b. views on the future of these activities;

   c. perceptions on how their efforts can be enhanced by the ACE in the future;

a. General perceptions of the present state of relationships between the Federal Government and institutions of higher education.

b. Specific issues or problems, substantive and structural, which are seen as needing attention.

c. Suggestions as to how the ACE and other educational associations may play a more effective role in the future.

5. Discussions with other persons, outside of Government, who may be particularly well-informed and concerned: e.g., Kingman Brewster, William Claire, John Gardner, Clark Kerr, Frank Newman, etc., etc.

6. Review of relevant reports and records of the ACE; other associations; Congressional hearings; government reports; pertinent books, articles, etc.

End Product

The result of the foregoing will be a report to President Heyns which will, in effect, offer a blueprint of future Federal relations of the ACE. The report will consider the following matters:

a. Present Federal relations of the ACE; their strengths and limitations.

b. Federal relations of the other Washington-based associations. Identification of possible areas of greater collaboration with the ACE and of needs for clearer definitions of responsibilities among the associations.

c. Recommendations for strengthened ACE relationships with Senate and House members and key committee members.

d. Identification of priority issues, which may appropriately be a concern of the ACE, in relationships between the Government and the higher education community. Proposals may be made as to how certain of these issues can

be addressed through actions of the government, the ACE, ad hoc study groups, individual institutions of higher education, or other higher education associations.

e. Suggestions as to future administrative arrangements in the ACE for the more effective handling of Federal relations.

f. Notes on long-term problems which may merit the attention of the ACE over a number of years, e.g., the development of greater political sophistication among the leadership in higher education.

John C. Honey
Syracuse University
April, 1972.

APPENDIX B

PERSONS INTERVIEWED

Organization	Name
American Council on Education	Alexander W. Astin
	Robert K. Carr
	Charles G. Dobbins
	Richard Dodson
	Clifford B. Fair
	Charles F. Fisher
	W. Todd Furniss
	Roger W. Heyns
	Richard A. Humphrey
	Martin D. Jenkins
	Jack Meyers
	John F. Morse
	Betty R. Pryor
	Kenneth Roose (Retired)
	Guy Shane
	Frank Skinner
	Sheldon E. Steinbach
	Donald Stewart
	Cornelius P. Turner
	Logan Wilson (Retired)
American Association for Higher Education	Dyckman W. Vermilye
American Association of Community and Junior Colleges	R. Frank Mensel
	William G. Shannon
American Association of State Colleges and Universities	Allan W. Ostar
	Jerold Roschwalb
American Association of University Professors	Bertram H. Davis

Organization	Name
Associated Colleges of the Midwest	Dan Martin
Association for Equal Opportunity in Higher Education	Miles Fisher
Association of American Colleges	Howard Holcomb
	Frederic W. Ness
Association of American Colleges	F. L. Wormald
Association of American Universities	Charles V. Kidd
	Ira Silverman
Association of Governing Boards of Universities and Colleges	J. L. Zwingle
Association of Jesuit Colleges and Universities	Joseph Kane
Council for the Advancement of Small Colleges	Roger J. Voskhyl
Council of Graduate Schools in the United States	J. Boyd Page
Midwestern Colleges Office	Ida Wallace
National Association of College and University Business Officers	D. Francis Finn
National Association of State Universities and Land Grant Colleges	Christian K. Arnold
	Ralph K. Huitt
	Russell Thackery (Retired)
National Catholic Educational Association, Division of Higher Education	Rev. Clarence W. Friedman
National Commission on Accrediting	Frank G. Dickey
	Jerry W. Miller

Organization	Name
College Entrance Examination Board	Larry Gladieux
	Lois Rice
Institute for Services to Education	Elias Blake
National Education Association	Richard Carrigan
	Jean Parlett
	Damon Weber
National School Boards Association	August W. Stienhilber
State University of New York	William Claire
United Business School Association	Richard Fulton
Accrediting Commission for Business Schools	Dana R. Hart
The Committee for Full Funding of Education Programs	Charles Lee
Education Commission of the States	Richard Millard
The Congress	Rep. John Brademas
	Rep. Edith Green
	Rep. Albert H. Quie
Congressional Staff	Robert C. Andringa
	Harley M. Dirks
	John Forsythe (Former Staff Member)
	William F. Gaul
	Harry Hogan
	Roy Millenson
	Richard Smith
	Stephen J. Wexler
The White House	Robert Finch

Organization	Name
Office of Management and Budget	Charles Bingman
	Roger Jones
	Ralph Malvik
	Paul O'Neill
The Domestic Council (The White House)	Dana Mead
The Cost of Living Council	Jack Talmadge
Department of Health, Education and Welfare	Bruce Cardwell
	Joseph P. Cosand
	Christopher Cross
	Emerson Elliott
	Charles Saunders
Department of Housing and Urban Development	Earl Lindviet
The Department of Transportation	James Beggs
National Science Foundation	Guy Stever
The Brookings Institution	Harold Orlans
Educational Staff Seminar	Samual Halperin
The Ford Foundation	Peter DeGenosi
	Harold Howe
The Carnegie Foundation	Alden Dunham
	Alan Pifer
	David Robinson
	Richard Sullivan
AFL-CIO	Kenneth Young
The National Student Lobby	Layton Olson
Brown University	Kelsey Murdock

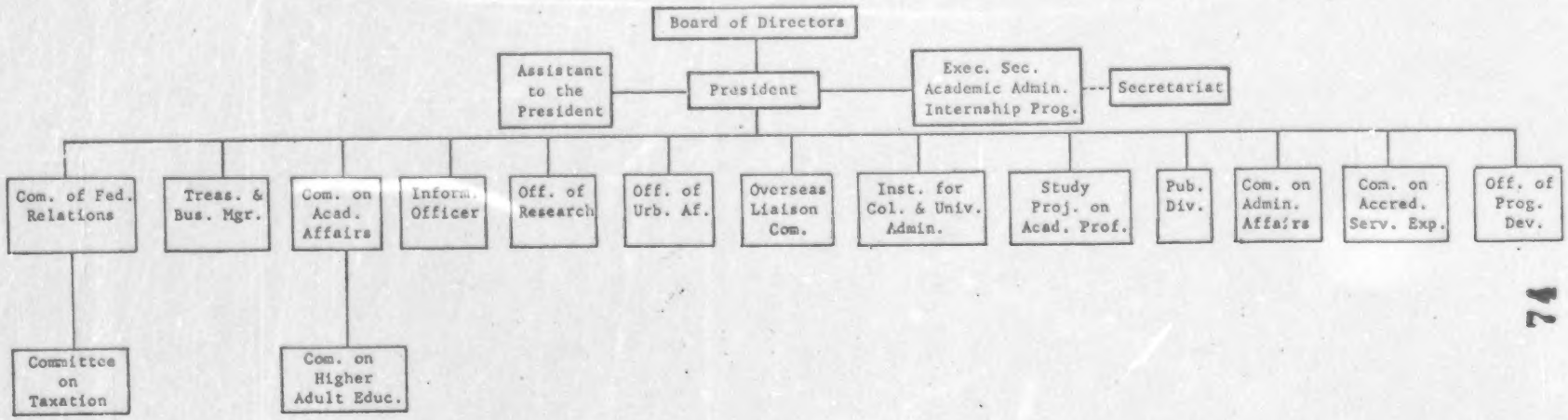
Organization	Name
Cornell University	Dale Corson
Stanford University	Frank Newman
The Claremont Colleges	Howard Bowen
The University of Maine	Ames McGuiness Donald McNiel
The University of Rochester	Robert L. Sproull
The University of Virginia	Edith Mosher
The University of Wisconsin	Louis Echols
Washington University	Lattie Coor

APPENDIX C

ORGANIZATION CHARTS

AMERICAN COUNCIL ON EDUCATION

Current Organization



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Proposed Organization